1997-98 SESSION COMMITTEE HEARING RECORDS

<u>Committee Name:</u> Joint Committee on Finance (JC-Fi)

Sample:

Record of Comm. Proceedings ... RCP

- 05hrAC-EdR_RCP_pt01a
- > 05hrAC-EdR_RCP_pt01b
- > 05hrAC-EdR_RCP_pt02

- > Appointments ... Appt
- > **
- Clearinghouse Rules ... CRule
- > **
- Committee Hearings ... CH
- > **
- > Committee Reports ... CR
- > **
- > Executive Sessions ... ES
- > **
- > <u>Hearing Records</u> ... HR
- > **
- Miscellaneous ... Misc
- > 97hrJC-Fi_Misc_pt88b_LFB
- Record of Comm. Proceedings ... RCP
- > **

To:

Joint Committee on Finance

From:

Bob Lang, Director

Legislative Fiscal Bureau

ISSUE

Convert Pike Lake State Park to a Southern Forest Property (DNR--Forests and Parks)

[LFB Summary: Page 403, #19]

CURRENT LAW

DNR's park staff manage Wisconsin's recreational properties, including the state parks, state trails, state recreation areas and southern state forest properties. Under statute, state forests are managed to provide a full range of benefits including soil protection, public hunting, protection of water quality, production of recurring forest products, outdoor recreation, native biological diversity, aquatic and terrestrial wildlife and aesthetics. Under statute, state parks are managed to provide areas for public recreation and for public education in conservation and nature study.

Revenue for state parks operations comes primarily from the general fund (GPR) and the parks account of the conservation fund (funded primarily from campsite fees and park admission fees). The main source of revenue for the operations of southern state forests is the forestry account of the conservation fund (funded primarily through forestry fees and the forestry mill tax on property of 20¢ per \$1,000 of property value).

GOVERNOR

Shift \$227,400 and 3.0 positions annually from parks-related GPR to the forestry account of the conservation fund and convert Pike Lake State Park to a southern forest property as a unit of the Kettle Moraine. The anticipated annual revenue of \$135,000 at Pike Lake (admissions and camping fees) would accrue to the forestry account rather than the parks account.

DISCUSSION POINTS

- 1. Pike Lake State Park, located in Washington County, is a 678 acre property. The property has 32 campsites, showers, dumping stations, a disabled picnic area, a disabled camp area and facilities for swimming and fishing. There are nature, hiking, snowmobile and cross-country ski trails on the property. The park is located approximately halfway between the Northern and Southern units of the Kettle Moraine State Forests within the Kettle Moraine region of the state.
- 2. While the statutory purposes behind the management of parks and forests differ, DNR officials indicate that southern state forests tend to be managed more like parks than the northern state forests. The northern state forests (17 properties) are operated by DNR's forestry staff in a manner that tends to focus on the enhancement of their timber resources. The five southern forest properties are operated by state parks personnel and are managed in a manner that tends to give priority to their recreational value.
- 3. Further, DNR indicates that a shift in funding and classification would have little effect on the operation of Pike Lake State Park. Issues such as hunting on the property, the treatment of timber stands and the treatment of exotic species will be dealt with as part of the master planning process for the property which will be undertaken regardless of Pike Lake's classification as a state park or a southern state forest.
- 4. In their budget request, DNR proposed shifting the funding and positions for Pike Lake State Park completely from parks SEG to the forestry account. The agency indicated that this would help the parks account maintain a positive balance. DNR projected a balance of approximately \$2.2 million in the parks account at the end of the 1997-99 biennium.
- 5. The Governor's budget would transfer the funding and positions associated with Pike Lake State Park from the GPR appropriation for the parks system (rather than the SEG appropriation requested by DNR) to the forestry account. However, the Governor also recommends shifting \$180,800 in annual funding for the Kickapoo Management Reserve Board from parks SEG to forestry SEG. Further, the Governor recommends additional expenditures from the parks account (such as the campground reservation system and state snowmobile trail aids), resulting in a projected balance of approximately \$510,000 in the parks account at the end of the 1997-99 biennium.
- 6. Traditionally, operations of the parks system have been funded relatively equally between GPR and parks SEG. However, over the past several years somewhat more than 50% of funding has come from one or the other source in a given year. In 1996-97, the adjusted base for state parks operations is \$5,618,800 SEG (51% of the total) and \$5,341,300 GPR (49% of the total).

- 7. Therefore, it could be argued that taking the funding and positions for Pike Lake State Park equally from GPR and parks SEG, rather than completely from either source, would be more consistent with the traditional funding of the parks system.
- 8. Administration officials, however, indicate that shifting the funding and positions for Pike Lake State Park entirely from GPR to forestry SEG is a budget efficiency measure similar to other items recommended by the Governor to reduce state government GPR costs.

ALTERNATIVES TO BASE

1. Approve the Governor's recommendation to convert Pike Lake State Park from a state park to southern forest property and reallocate the funding and positions for Pike Lake State Park from GPR to forestry SEG. (\$135,000 annually in revenues at the site would accrue to the forestry account.)

Alternative 1	<u>GPR</u>	SEG	TOTAL
1997-99 FUNDING (Change to Base)	- \$454,800	\$454,800	\$0
[Change to Bill	\$0	\$0	<i>\$0]</i>
1998-99 POSITIONS (Change to Base)	- 3.00	3.00	0.00
[Change to Bill	0.00	0.00	0.00]

2. Modify the Governor's recommendation by reallocating the funding and positions for Pike Lake State Park equally from GPR and the parks account (\$113,700 and 1.5 positions annually from each source) to the forestry account. (\$135,000 in revenues at the site would accrue to the forestry account.)

Alternative 2	GPR	SEG	TOTAL
1997-99 FUNDING (Change to Base)	- \$227,400	\$227,400	\$0
[Change to Bill	<i>\$227,400</i>	- \$227,400	\$0]
1998-99 POSITIONS (Change to Base)	- 1.50	1.50	0.00
[Change to Bill	1.50	- 1.50	0.00]

3. Maintain current law. This would result in Pike Lake State Park remaining a state park and keep the associated GPR funding and positions in the parks system rather than shifting the costs to the forestry account (\$135,000 in revenues at the site would accrue to the parks account).

Alternative 3	GPR	SEG	TOTAL
1997-99 FUNDING (Change to Base)	\$0	\$0	\$0
[Change to Bill	\$454,800	- \$454,800	\$0]
1998-99 POSITIONS (Change to Base)	0.00	0.00	0.00
[Change to Bill	3.00	- 3.00	0.00]

Prepared by: Russ Kava

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COWLES		N	Α
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Page 4

To:

Joint Committee on Finance

From:

Bob Lang, Director

Legislative Fiscal Bureau

ISSUE

Campground Reservation System (DNR -- Forests and Parks)

[LFB Summary: Page 405, #22]

CURRENT LAW

The Department of Natural Resources is authorized to establish a campground reservation system at any of the state parks or state forests campgrounds. DNR may accept reservation applications each year beginning January 10 and may give reservations until the available sites in a campground for a given date are exhausted. A reservation fee is charged equal to the estimated cost of administering the system (currently \$4). 1995 Act 27 required the Department of Natural Resources and the Department of Tourism to work jointly to establish an automated campground reservation system.

Campground reservations are currently accepted by person, by mail, and during certain times, by calling an individual park. Applications must be submitted directly to the forest or park at which a reservation is desired. There is no centralized reservation system linking campgrounds at state parks and forests. Confirmation of reservations are then mailed back to applicants. Because of the volume of applications received by DNR in January, confirmations may not be received by some applicants until late February. Campsites may also be reserved by telephone during the summer, with extended acceptance periods at some parks (Peninsula, Governor Dodge, High Cliff, Devil's Lake, Bong and Mirror Lake). The percentage of reservable campsites ranges from 40% to 100%, depending on the property.

GOVERNOR

Provide \$265,900 SEG in 1997-98 (\$64,600 from the forestry account and \$201,300 from the parks account of the conservation fund) and \$581,600 SEG in 1998-99 (\$122,500 from forestry and \$459,100 from parks) for automation of the reservation system for state park and southern forest campgrounds.

Allow DNR to enter into a contract with another party to operate the campground reservation system. Effective April 1, 1998, delete statutory provisions specifying: (a) when DNR may begin accepting reservation applications each year; (b) how DNR handles early applications; and (c) other processing matters. Effective January 1, 1998, require DNR to promulgate rules for the operation of the campground reservation system, including: (a) the authority to refuse to accept campground reservation applications before a certain date or to treat applications received before that date as if they had been made on that date; and (b) the authority to give reservations for each year until all of the available sites in a campground that are open for reservations for a given date have been reserved. Allow DNR to publish emergency rules, without the finding of an emergency, within three months of bill enactment to implement these provisions.

DISCUSSION POINTS

- 1. In 1996, DNR conducted six focus groups consisting of a total of 48 campers to discuss the current reservation system as well as a proposed system where campers would be able to make reservations statewide with a single phone call and pay with a credit card. Focus group participants felt that under the current reservation system: (a) it takes too long to receive confirmation of whether or not they received a site; (b) the system is paper intensive; and (c) reservation forms are not readily available. Focus group participants also felt that a telephone system would be an improvement if: (a) such a system could offer immediate confirmation of a reservation; and (b) campers could reserve a site according to features they desire as described to a reservation operator.
- 2. As proposed by the Department, the reservation system would allow campers to place campground reservations statewide by telephone and subsequently through a page on the World Wide Web. The system would be accessible to campers 24 hours a day, seven days a week. The system would accept payment by credit card with provisions for those who wish to pay by check. Campers would be provided with immediate reservation confirmation, rather than having to wait several weeks under the current system. The system could also accommodate customer requests for specific sites. If the campground desired by a camper was not available, the reservationist would refer the camper to either a lower-demand time period for the same campground or a lesser-used state campground in the area. The system would also be part of the information technology infrastructure of the Department, providing parks and forests with hardware and software for e-mail, financial reporting and other applications.

- 3. DNR indicates the vendor would also provide callers to the system with the phone number for a local visitor's bureau, private campground or other local organization if a state campground is not available.
- 4. The Department is currently in the process of issuing requests for proposals (RFPs) for operation of the campground reservation system, with a contract for operation expected to be issued in November, 1997. For 1998, reservations would be mailed into the call center starting on January 10, 1998. The reservations that are mailed in for 1998 would be entered into the call center database. The Department anticipates that the call center would begin taking calls and accepting reservations in April, 1998, with applications being accepted over the World Wide Web by January, 1999.
- 5. The personal computers, printers, and other hardware and training costs would be paid through a three-year master lease contract (\$305,700 in both the 1997-99 and 1999-2001 biennia). Parks staff indicate that equipment for the campground reservation system would initially be installed at approximately 40 of the 46 parks and forests properties in the state with family campgrounds. Funding has also been proposed for online telecommunications costs, credit card transaction fees and Departmental support for installation of computers. The Department is considering adding the remaining properties, properties with group campgrounds and other Department facilities (amphitheaters, auditoriums and conference rooms) to the automated reservation system in the future.
- 6. Parks staff indicate that they are choosing to contract with a vendor to run the call center because: (a) based on the experience of other states, they estimated start-up costs related to creating a DNR call center at approximately \$1 million with ongoing operations costs of approximately \$600,000 annually; and (b) the workload at the call center would likely fluctuate depending on the time of the year, making it difficult for the Department to adjust staffing levels as quickly as necessary. Under SB 77, any start-up or ongoing costs related to the call center would be borne by the vendor.
- 7. Program staff indicate that the vendor would keep the reservation fee as part of the cost of running the system. DNR currently retains this fee. The new reservation fee will be set as part of the RFP process. Parks staff indicate that this fee would likely be in the \$4 to \$8 range. The possibility of a higher fee was discussed as part of the focus groups, with the researchers concluding that many campers would be willing to pay more for a campground reservation system if site confirmation were immediate.
- 8. While the \$4 reservation fee will no longer be deposited in the parks account, DNR believes that this loss in revenue would be balanced by increased use of campgrounds in the state. DNR would continue to retain the revenue from campsite fees and vehicle admission fees. Parks officials estimate an initial revenue loss of approximately \$80,000 in calendar year 1998 and a revenue increase of approximately \$275,000 in calendar year 1999. This is based on a 10% increase in reservations in 1998 and a 15% increase in 1999, consistent with the 13.5%

increase seen between 1995 and 1996 when telephone reservations were first initiated. In addition, there would be some economic benefit to communities near campgrounds due to the increased number of campers. There would, however, be ongoing costs of approximately \$550,000 annually to operate and maintain the system at the state parks and forests. Thus, while it is unclear that the state will recover the costs of the system, it could be argued that the benefits of an automated reservation system for campground users would outweigh the costs.

9. Due to an oversight in the preparation of the budget request, DNR did not include the funding needed to implement the automated reservation system at the Northern Highland/American Legion and Black River State Forests. Both of these properties take campground reservations under the current system. Funding of \$14,100 in 1997-98 and \$22,400 in 1998-99 would be needed for information technology infrastructure and ongoing operations costs similar to those proposed for the other properties.

ALTERNATIVES TO BASE

1. Approve the Governor's recommendation to provide \$265,900 in 1997-98 and \$581,600 in 1998-99 for automation of the reservation system for state park and forest campgrounds and to allow DNR to enter into a contract with another party to operate the campground reservation system.

Alternative 1	SEG
1997-99 FUNDING (Change to Base)	\$847,500
[Change to Bill	\$0]

2. In addition to Alternative 1, provide \$14,100 in 1997-98 and \$22,400 in 1998-99 from the forestry account to implement the automated reservation system at the Northern Highland/American Legion and Black River State Forests.

Alternative 2	SEG
1997-99 FUNDING (Change to Base)	\$36,500
[Change to Bill	\$36,500]

3. Maintain current law.

Alternative 3	SEG
1997-99 FUNDING (Change to Base)	\$0
[Change to Bill	- \$847,500]

Prepared by: Russ Kava

BURKE DECKER GEORGE A JAUCH WINEKE SHIBILSKI N Α **COWLES** N **PANZER JENSEN OURADA** HARSDORF ALBERS GARD **KAUFERT** LINTON coggs AYE 16 NO ABS 0

NATURAL RESOURCES

Campground Reservation System (Paper #586)

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Move to require DNR to retain \$1 from the reservation fee charged by the vendor under the automated reservation system. Further, require Joint Committee on Finance review of the contract negotiated by DNR and the vendor chosen for the automated reservation system under a 14-day passive review process before final approval of the contract.

Note:

Based on projections in the number of reservations, DNR would retain an estimated \$81,000 in calendar year 1998 and an estimated \$92,800 in calendar year 1999 under this motion. The fee charged by the vendor would also likely increase by approximately \$1 (to a \$5 to \$9 range rather than \$4 to \$8 under the bill).

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NATURAL RESOURCES

Forests and Parks

LFB Summary Items for Which No Issue Papers Have Been Prepared

Item #	Title	MO# INCAM	de_	<u>all</u>	
4 5 7 8 9	Ranger Station Replacement Forest Fire Control Equipment Replacement Forestry Resource Management and Planning Forest Crop Law Rollover Funding Urban Forestry Grant Program Northern Forest Operations	BURKE DECKER GEORGE JAUCH WINEKE SHIBILSKI COWLES PANZER	(3) C.	N N N N N N	A A A A A A
12 13 14 15 17 18 21 23	Forestry Operations Support Forest Tax Law Aids Gypsy Moth Pest Management Education Kettle Moraine Exotic Species Control Shift Kickapoo Reserve Management Board Funding Parks and Southern Forests Facilities Parks and Southern Forests Preventive Maintenance State Park and Trail Operations	JENSEN OURADA HARSDORF ALBERS GARD KAUFERT LINTON COGGS	SOSTORING I	N N N N N N	A A A A A A A
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LFB Summary Item to be Addressed in a Subsequent Paper

Item #	<u>Title</u>
20	Parks Admission Fee Structure

Henry Aaron State Park Trail

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Move to provide \$46,000 in 1997-98 and \$58,000 in 1998-99 and 1.0 project manager position annually from the parks account of the conservation fund for development, operation and maintenance of the Henry Aaron State Park Trail.

Note:

The project manager would write grants, negotiate land transactions, conduct site planning, oversee construction development and work with landowners and other project partners. Operations and maintenance of the trail would be funded at \$5,000 in 1998-99.

[Change to Base: \$104,000 SEG and 1.0 position] [Change to Bill: \$104,000 SEG and 1.0 position]

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NATURAL RESOURCES AND PUBLIC INSTRUCTION

Wisconsin Environmental Education Board

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Move to provide \$200,000 annually from the forestry account for the Wisconsin Environmental Education Board for grants for forestry-related environmental education programs.

Note:

The Environmental Education Board under DPI is responsible for identifying needs and establishing priorities for environmental education in public schools. The Board also awards grants to nonprofit corporations and public agencies for the development, dissemination and presentation of environmental education programs. The grant recipient must match at least 25% of the amount of the grant. Grants are currently funded from GPR (\$200,000) and the environmental fund (\$30,000). This motion would provide an additional \$200,000 annually from the forestry account for grants for environmental education programs related to forestry.

[Change to Base: \$400,000 SEG] [Change to Bill: \$400,000 SEG]

BURKE DECKER GEORGE JAUCH WINEKE SHIBILSKI N COWLES PANZER JENSEN **OURADA** HARSDORF **ALBERS** GARD KAUFERT LINTON COGGS N A

Milwaukee Tree Planting Demonstration Project

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Move to earmark \$50,000 annually in 1997-99 only from the urban forestry grant program for a tree planting demonstration program in Milwaukee.

Note:

The proposed tree planting program would involve the planting of trees on private land, including the central city. The motion would earmark \$50,000 of the \$529,900 provided annually for the urban forestry grant program under SB 77 for the Milwaukee tree planting project.

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Forestry Positions

Motion:

Move to provide \$62,000 SEG in 1997-98 and \$74,600 SEG in 1998-99 and 1.5 SEG positions for a plant pest and disease specialist position and a one-half time forest resource educator position.

Further, convert \$224,000 and 4.5 positions annually from FED to forestry SEG.

Note:

The plant pest and disease specialist position would coordinate DNR's gypsy moth integrated pest management program.

The forest resource educator position currently provides forest appreciation and awareness, such as coordination and implementation of the department's tree and forest resource education program. The position was authorized in the 1991-93 biennial budget, half funded from private contributions and half funded from forestry SEG. DNR indicates that private sector contributions have not been sufficient to support the 0.5 PR position. SB 77 would eliminate the PR portion of the position and require reallocation of an existing 0.5 SEG position if Forestry wanted to maintain the full position. This motion would restore the 0.5 position but fund it from the forestry account.

The forestry program currently supports eight positions with federal funding: (a) two positions with the Agricultural Conservation Program grant, both of which would be converted in this motion; (b) one with the Conservation Reserve Program grant, which would be converted; (c) one with the Forest Resource Management grant, of which 0.4 position would be converted; and (d) four with the Rural Fire Prevention and Control grant, of which 1.1 positions would be converted. Beginning in 1997, DNR indicates there may not be adequate funding to support the 4.5 positions from federal sources. This motion would fund the positions with forestry SEG.

[Change to Base: \$584,600 SEG and 6.0 SEG positions, -\$448,000 FED and -4.5 FED positions]

[Change to Bill: \$584,600 SEG and 6.0 SEG positions, -\$448,000 FED and -4.5 FED positions]

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NATURAL RESOURCES AND EDUCATIONAL COMMUNICATIONS BOARD

Wisconsin Women in Timber

Motion:

Move to provide \$350,000 in 1997-98 from the forestry account to Wisconsin Women in Timber for an educational program and instructional materials as follows: (a) \$50,000 for an instructional video on forestry to be produced by the Educational Communications Board; (b) \$200,000 for instructor salaries to allow members of Wisconsin Women in Timber to provide forestry education, which would utilize the ECB-produced video; and (c) \$100,000 for other instructional materials. Further, make dispersal of funding contingent on the signing of a memorandum of understanding between the ECB, UW-Stevens Point College of Natural Resources Timber Management Program and Wisconsin Women in Timber regarding the goals of the program.

[Change to Base: \$350,000 SEG] [Change to Bill: \$350,000 SEG]

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Friendly motion to reduce the fundins

BURKE DECKER **GEORGE** JAUCH WINEKE SHIBILSKI COWLES PANZER **JENSEN** OURADA HARSDORF **ALBERS** GARD **KAUFERT** LINTON COGGS

Managed Forest Land

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Move to require DNR to modify the definition of "developed for human residence" within the Managed Forest Land (MFL) program through the rule-making process to address the development of lands for secondary homes to exclude up to one acre of property surrounding a secondary home. Require DNR to submit rule changes to the Legislature by September 1, 1998.

Note:

Under the Managed Forest Land program, land designated as MFL is not taxable. A person's primary residence, or domicile, is considered developed for human residence and is not eligible for designation as managed forest land. A secondary residence, however, is not considered developed for human residence and is thus eligible for MFL designation. The land underneath a primary residence is thus taxable, while the land underneath a secondary residence, if designated as MFL, is not taxable. DNR indicates it would develop criteria under which secondary residences would not be eligible for MFL designation, making the land under such residences taxable.

LBURKE DECKER GEORGE JAUCH WINEKE SHIBILSKI **COWLES PANZER** JENSEN **OURADA HARSDORF ALBERS** GARD **KAUFERT** LINTON coggs

Motion #1565

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NATURAL RESOURCES

County Forest Administrators

Motion:

Move to provide \$319,500 annually from the forestry account to: (a) provide grants of 50% of the salary and 100% of the fringe benefit costs of one professional forester who is the county forest administrator or assistant county forest administrator; and (b) provide that if the total amount of payments which the counties are eligible for exceed available funding that the payments be prorated.

Note:

DNR currently provides counties with land entered as county forest lands grants for up to 50% of the salary cost of a county forest administrator or assistant county forest administrator. There is \$303,000 in base funding for these grants. In administrative rule, the annual grant award to a county may not exceed the lesser of 50% of the position's annual salary or the maximum grant amounts established based upon the acres of county forest. While grants vary by county, current funding provides approximately 43%, on average, of estimated salary costs.

This motion would provide a total of \$622,500 annually for the estimated cost of 50% of salary and 100% of fringe benefit costs (rather than up to 5000 coursently).

[Change to Base: \$639,000 SEG] [Change to Bill: \$639,000 SEG]

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GEORGE	Υ	N	A
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WINEKE	Υ	Ν	Α
SHIBILSKI	Υ	N	Α
COWLES	Y	N	Α
PANZER	Υ	N	A
JENSEN	Υ	N	Α
OURADA	Υ	N	Α
HARSDORF	Υ	N	Α
ALBERS	Y	Ν	Α
GARD	Y	N	Α
KAUFERT	Y	N	Α
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Motion #1546

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Managed Forest Land

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Move to require DNR to modify the definition of "developed for human residence" within the Managed Forest Land (MFL) program through the rule-making process to address the development of lands for secondary homes.

Note:

Under the Managed Forest Land program, land designated as MFL is not taxable. A person's primary residence, or domicile, is considered developed for human residence and is not eligible for designation as managed forest land. A secondary residence, however, is not considered developed for human residence and is thus eligible for MFL designation. The land underneath a primary residence is thus taxable, while the land underneath a secondary residence, if designated as MFL, is not taxable. DNR indicates it would develop criteria under which secondary residences would not be eligible for MFL designation, making the land under such residences taxable.

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JAUCH	Y	N	Α
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COWLES	Υ	N	Α
PANZER	Y	N	Α
JENSEN	Υ	Ν	Α
OURADA	Υ	Ν	Α
HARSDORF	Υ	Ν	Α
ALBERS	Y	N	Α
GARD	Y	N	Α
KAUFERT	Υ	N	Α
LINTON	Y	N	Α
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Motion #1090

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Motion:

Move to shift \$700,000 in 1997-98 and \$700,000 in 1998-99 only, from the forestry account for the payment of principal and interest related to the acquisition and development of forestry-related properties under the stewardship program.

Note:

[Change to Base: -\$1,400,000 GPR and \$1,400,000 SEG] [Change to Bill: -\$1,400,000 GPR and \$1,400,000 SEG]

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